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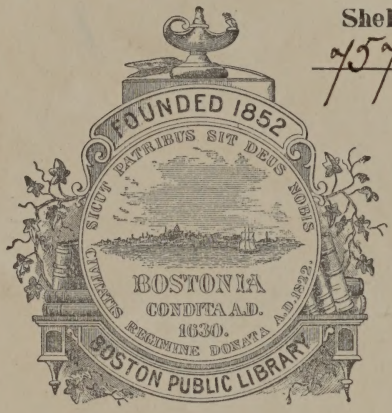

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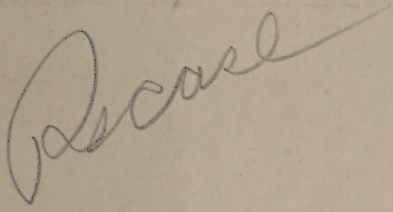

REPORT

OF THE

BOARD OF VISITORS

TO THE

PUBLIC INSTITUTIONS.

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REPORT

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[DOCUMENT 94 — 1894.]

CONTENTS.

Lunatic Hospital	2
House of Correction	5
House of Industry, Deer Island	9
House of Reformation, Deer Island	15
Truant School, Deer Island	17
Long Island Home for Paupers	19
Rainsford's Island Home for Paupers	32
Charlestown Almshouse	41
Marcella-street Home	42
Department of Agent for Discharged Prisoners and Visiting Agency	49
Admission Department	50
Conclusion	52

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REPORT

OF THE

BOARD OF VISITORS

TO THE

PUBLIC INSTITUTIONS.

BOSTON, April 30, 1894.

To His Honor the Mayor and to the Honorable the City Council:

GENTLEMEN: The Board of Visitors to Public Institutions, appointed under and by authority of the order of the City Council passed May 25, 1893, respectfully present the following report:

Since the appointment of the Board in November, 1893, between forty and fifty visits have been made by one or more members of the board to the various institutions, and fourteen formal meetings beside many informal talks have been held for the purpose of comparing notes and discussing the problems involved.

The Commissioners of Public Institutions have afforded the visitors every facility for the prosecution of their work. These courtesies and the many others offered by the heads of departments and their subordinates the Board of Visitors gratefully acknowledges.

Reports upon the institutions are subjoined.

BOSTON LUNATIC HOSPITAL.

HOSPITAL AT SOUTH BOSTON, ASYLUM AT AUSTIN FARM.

Statistics for Year ending December 31, 1893.

Patients remaining December 31, 1892		410
Admitted during 1892		154
Whole number of cases		564
Recovered	29	
Died	45	
Otherwise discharged	45	
Total discharged, transferred, or died		119
Remaining December 31, 1893		445
Increase over previous year		45
Officers and employees		98
Expended		$96,722.69
Income from board of patients	$14,579.00	
" " other sources	878.68	
		15,457.68
Net cost		$81,265.01

While the other public institutions of Boston present from year to year somewhat varying numbers, in the number of the insane a steady annual increase is noted.

According to statistics submitted in the last report of the Commissioners of Public Institutions there were on January 31, 1894, a total of 1,289 insane in the care of the city of Boston; 832 of these were boarded in State institutions at a cost of $143,837.81; and the remaining 457 were provided for in the Lunatic Hospital at South Boston and its outlying ward, called Austin Farm.

It is gratifying to find that in this institution the conditions will soon be vastly superior to those described in the report of the special committee appointed by His Honor the Mayor in 1892. At Austin Farm, a new pavilion accommodating 100 male patients, in process of construction two years ago, was occupied January 2, 1893, thus relieving the overcrowded wards in the old building and in the hospital at South Boston. Two other new pavilions accommodating 50 each, a large hall to be used as a congregate dining-room as well as for entertainments or religious services, and a boiler-house and laundry, will soon be in use. The dining-hall is connected by corridors with the old building (Ward A), and the new one already in use (Ward B), and these

will serve as a covered walk for patients in stormy weather. The laundry is admirably planned, with facilities for doing the wash of both asylum and hospital, and will afford occupation to a considerable number of patients.

It must be said that the day-rooms in the new dormitories are not all that could be desired. In Ward B the room indicated in the plan of City Architect for that purpose was far too small, but an adjoining room opening into it with large doors marked in plan "reception-room," is ordinarily used as an addition to the day-room; even so, however, the day-room is still too small, and it would be well if another adjoining room now occupied as a sleeping-chamber for farmers could be thrown into the patients' day-room. This would provide fine day-room accommodations in this building. The day-rooms in Wards C and D (the two new pavilions), as indicated in plans of the City Architect, have been changed, apparently for purposes of economy, and are less satisfactory than as planned. On the whole, however, the new buildings are exceedingly well arranged. They are supplied with the best sanitary conveniences, and are unusually attractive in appearance.

When the new buildings are occupied, there will be accommodations at Austin Farm for 380 patients, and only 100 patients will then remain in the old hospital at South Boston. These also will soon be provided for upon the new estate called Pierce Farm. This tract of 75 acres, adjacent to Austin Farm, was purchased in the summers of 1892–3. A central domestic building connected by corridors with wings, planned to accommodate 168 patients, is nearing completion, and when occupied, the old hospital at South Boston will be vacated. A separate administration building was originally planned, but the funds designed therefor were applied to other uses. Therefore, unless an administration building is provided (necessitating, it is estimated, an appropriation of $35,000), a number of rooms in the hospital must be reserved for administration purposes, and the accommodations for patients reduced to 150.

In view of the fact that insanity is a progressive evil, increasing, it is reckoned, in Boston, at the rate of 50 a year over deaths and discharges, it is well to recognize the probabilities of future exigencies, and, so far as possible, to provide for them. For some time past it has been the practice to receive new cases in the Boston institutions only as vacancies occurred, and to place all the surplus at board in State institutions. So long as these institutions continue able to receive this surplus, the above policy may be pursued; or the city may adopt the policy of providing for a large part

or the whole of its insane in its own institutions, the city accommodations for the insane to be increased accordingly. This latter policy is that recommended by the Commissioners of Public Institutions, and accordingly they have asked an appropriation of $200,000 for the purchase of land and the erection of new buildings.

They argue that the *per-capita* cost of patients, if cared for in city institutions, would be no greater than is now paid for their maintenance to the State. But this estimate takes no account of interest on the plant; it does not appear, therefore, that on grounds of economy the plan can be justified. The question, however, is not one of pure economy. The advantage to patients in being near their friends is very great. The recommendation of the special committee of 1892 that the practice of boarding the insane in State asylums be continued was based upon the fact that the State provided "far better accommodations for the insane than the city does, more space for sleeping and for day room, more space for exercising out of doors, more occupations, and better food." In these particulars, however, the city institutions will soon be on a par with those of the State, and there would seem now to be no question that, as far as the insane are concerned, they would be happier if they were near enough to the city to be frequently visited by their friends. Accordingly this Board recommends that, as the exigencies of the treasury allow, provision be made for all of Boston's insane in institutions in or near the city.

The minor recommendations of the Board of Visitors are:

1. That simple industries be introduced to afford occupation in the winter to those who at other seasons work upon the farm. Also that more occupations be provided for the women.

2. That a greater extent of plank-walk be provided, so that patients may get out of doors when snow and mud would otherwise make walking impracticable. At the School for the Feeble-minded at Waltham, planks are plentifully laid about the grounds, and patients can take long walks throughout the year; also at some Western hospitals for the insane thousands of feet of plank-walk are provided.

3. That the transoms in the dormitories of Ward B be so altered that they will open. At present, for purposes of safety, the lower sashes of windows can only be opened one foot, and far too little fresh air is obtainable in warm weather. At the request of this Board the superintendent made

requisition for the hinges, chains, and catches needed for this alteration, but they have not been furnished.

These matters of plank-walks and movable sashes, while seemingly trifling, are yet productive of serious discomfort to patients.

With these small exceptions, when the new buildings are done, the provisions for the insane will be wholly admirable, and should be a source of satisfaction to the city.

HOUSE OF CORRECTION, SOUTH BOSTON.

Statistics for Year ending January 31, 1894.

Prisoners remaining January 31, 1893	569
" received during year	1,255
" discharged	1,118
Remaining January 31, 1894	702
Officers and employees	44
Gross cost of institution	$97,592 36
Income	28,801 98
Net cost	$68,790 38

The House of Correction is a county prison, receiving for the most part offenders against property from all Suffolk county, and receiving likewise from Chelsea and Revere those who, if citizens of Boston, would be sentenced to Deer Island. The nature of the offences ranges from "larceny" to "peddling without a license," or "playing cards on the Lord's day;" the length of the term from thirty days or less for non-payment of fines, to five years. More than 36 per cent. of last year's commitments were for three months or less, and 25 per cent. for from one to five years. There was a total of 1,233 commitments, — 1,035 men and 198 women. Among these were 777 (or 63 per cent. of the whole number) serving first sentences at this prison. Many of these have served sentences elsewhere, but how many cannot be ascertained, as no inquiry or record is made as to the matter; 487 of the prisoners were under thirty years of age, and 112 were under twenty-one.

What is done to reform these men and women, many of them evidently in the first stages of a criminal career?

The striking feature this winter has been the scarcity of employment for them. The women and about 125 of the men do the washing and cooking or are otherwise employed about the buildings and grounds; but owing to the slack times, 370 men, who in the past had steady work making shirts, jumpers, etc., on steam-run sewing-machines, have

during the winter been out of work for days and weeks together; and owing to the crowded condition of the prison 100 others are without opportunities for work even had the outside demand been good. Most of these 470 men have sat in complete inactivity from morning till night, only a few of them caring to read. Twice a day they have marched in prison file to the cells, where their meals are eaten, and back again to the idle work-rooms.

Those in authority have, of course, deprecated this unfortunate situation. But something might have been done to relieve this demoralizing inaction by exercising the men in physical drills and in marching them about the yard. Such exercises, if vigorously enforced for several hours a day, would have done much to mitigate the ill effects of complete idleness.

While there has been this difficulty in finding employment for the men, female labor in the prison has been somewhat scarce, and the adjoining Insane Asylum has hired labor to do the washing formerly done at the House of Correction. This has entailed an expense of about $30 a week at the Insane Asylum, and it would seem that either the male prisoners might have done this work or that the women might have been enabled to do it had the men been substituted for them in the kitchen or elsewhere. This matter may not seem important in itself, but it is typical of the terrible tendency to routine in this as in similar institutions, — a tendency which checks initiative and is a serious obstacle in the way of all reform. People managing a prison are apt to feel that the end of the discipline should be to make things go smoothly in the institution instead of to fit the prisoners for life in the world outside; and too often the habits so fostered are the very ones a house of correction should set itself to correct.

Saturday afternoons, except in cold weather, the men meet and talk together in the prison yard, and Sunday morning they all go to church and march round the yard once for exercise. For the rest, when not in the work-rooms, they are shut up in cells and left to their own devices. Those who wish to read till the light is turned off at 8 o'clock, are provided with books, but most of them have no habit of reading; during the short winter days, almost fifteen hours of the twenty-four are passed in cells. These long hours in solitude, far longer than can be needed for sleep, are greatly to be deprecated. Evening schools, and day schools too, when work is slack, offering instruction fitted to the level of the prisoners, might be organized; these would do something to fill empty minds and teach habits of self-control.

The prisoners are heartily fed, and are furnished with a weekly ration of tobacco; the latter seems to this Board to be an unnecessary luxury which should be given only as a reward. Also some of the prisoners are frequently supplied with fruit or other dainties by their friends. This should not be allowed, even though to forbid it would cause considerable friction. It is clearly improper that prisoners should live on the fat of the land while the wives and children whom they have left destitute may be suffering the extreme of privation.

On the whole, it is tolerably clear that this prison does not err on the side of severity. No complaints of harsh treatment have reached the ears of members of this Board, — a significant fact, considering the encouragement that has of late been offered inmates of the public institutions to make known real or fancied wrongs. Members of this Board have talked with prisoners and ex-prisoners, allowing them an opportunity to speak freely, but no whisper of bad treatment was heard. The Master of the Prison uniformly met the inquiries of the Board with courtesy and candor.

The methods of punishment in use are to deprive the recalcitrant prisoner of his mattress, letting him sleep upon the slats, to keep him through the day or days in his cell on short rations, or, in more extreme cases, to confine him in a solitary cell on bread and water. The record of punishments shows that approximately 78 per cent. of the prisoners leave the institution without having been punished in any way. Of course some of the remaining 22 per cent. had been punished repeatedly, but no cases of undue severity were noted. Several of those engaged in an incipient riot on February 23 were still locked up on April 14, having refused to come to terms; but they were in their own cells, not in solitary; they were receiving regular rations, and they were allowed to come out every day for fifteen minutes' exercise. The only criticism that suggests itself in this matter, is that comfortable food and a life of sloth is too near the ideal of some criminals to be effectively used as a deterrent from crime.

This criticism gives the clue to the chief defect of the House of Correction. From a mental and moral standpoint life there seems to be purely negative. The whole discipline is one of repression. It would seem as if the endeavor should be to stimulate a prisoner's ambition, rewarding good conduct by privileges instead of simply punishing for bad conduct. There should be the appeal to a man in a prison as in the world outside to better his condition by his own exertions.

It would seem as if the system of grades successfully applied at the Massachusetts Reformatory at Concord ought to be applicable to all prisoners sentenced for more than a few months. This system divides the prisoners into three or more grades with concomitant privileges; all new comers enter the middle grade and work their way into a higher, or fall into a lower, according to their conduct in the prison, scrupulous personal cleanliness, and diligence at school as well as at work, being counted important items of good conduct. Self-control is thus substituted for officer-control, and a natural and honorable motive for good conduct is supplied.

A correlative of the grades system is the indeterminate sentence. This provides that the maximum sentence allowed by law be always given, but that the prisoner may be released a longer or a shorter time before the expiration of the full term according to his conduct in the prison. Terms of five years may thus be reduced to ten months, and of two years to eight months. Also it is provided that when released the prisoner goes out, not to absolute freedom, but upon a ticket of leave, under which he may be recalled to work out the rest of his term. This supplies a powerful motive to good conduct in the prison, and no less to good conduct outside. Moreover, it removes the arbitrary inequality of the present system under which different judges may give widely differing sentences for the same offence. This inequality is a potent and legitimate source of discontent among prisoners. Probably a majority of the present inmates could be advantageously subjected to a system of grades and an indeterminate sentence. These simple changes, with the addition of schooling, would practically make the House of Correction a reformatory, even if not of the most developed type.

The time for inaugurating such a change seems to be peculiarly auspicious. It has long been urged that the House of Correction, whose buildings are cramped and unsanitary, should be remodelled; and the grounds of the adjoining Insane Asylum, soon to be vacated, if applied to the uses of this institution, would provide ample room for rebuilding, while the present prison is in use. This would be far less costly than to rebuild in some other location, as the superintendent's house and probably the work-rooms and other parts of the buildings could be retained.

If the House of Correction were rebuilt on a plan allowing facilities for schools, etc., and if a law allowing indeterminate sentences were secured, a system of grades might be organized in a section of the prison, while another section

might be used as a place of detention for those sentenced for short terms.

It would be well if in granting an appropriation for rebuilding it were stipulated that the plans should be approved by the Massachusetts Commissioners of Prisons, who already have some jurisdiction in this as in other county prisons.

The above plan of rebuilding the House of Correction upon the present and the adjoining site, and of arranging it with a view to classification, is that recommended by the Commissioners of Public Institutions. Therefore in this matter the two Boards are in hearty concurrence.

The recommendations of this Board are:

1. That records of previous sentences and full histories be kept.
2. That tobacco, if given at all, be used as a reward.
3. That presents of food to prisoners be forbidden.
4. That prisoners be kept at some kind of active employment.
5. That night schools and physical drill be introduced.
6. That the prison be remodelled and rebuilt upon the present and the adjoining site.
7. That a system of grades be organized for all to whom the Master of the Prison should find said system applicable.
8. That indeterminate sentences be secured for all who now receive sentences of six months or more.

DEER ISLAND INSTITUTIONS.

HOUSE OF INDUSTRY, HOUSE OF REFORMATION, AND TRUANT SCHOOL.

Expended	$160,734 37
Income	56,830 12
Net cost	$103,904 25

HOUSE OF INDUSTRY.

Statistics for Year ending January 31, 1894.

Prisoners remaining January 31, 1893	1,015
" since committed	6,405
" since discharged	6,047
" remaining January 31, 1894	1,373

Children of sentenced mothers remaining January 31, 1893	6
Children of sentenced mothers since admitted	36
" " " discharged	33
" " " remaining January 31, 1894	9
Paupers in hospitals remaining January 31, 1893	8
" since admitted	217
" since discharged	215
" January 31, 1894	10
Officers and employees	73

The institutions upon Deer Island are the House of Industry (for adults), with a hospital, the House of Reformation (for boys), and the Truant School. All these are under the government of one superintendent.

The House of Industry was formerly the city workhouse, to which applicants for relief might be admitted by the Overseers of the Poor. Later, as the courts were allowed to sentence to the workhouse for misdemeanors, the custom of granting relief in this workhouse fell into disuse, and for many years the House of Industry has received only those sentenced by the courts, while paupers of whatever character were admitted to the almshouse. At one time there was a separate almshouse department on Deer Island, but some years since it was transferred to Long and Rainsford's Islands. As a relic of former days a few unsentenced persons, chiefly under observation for insanity, are received as patients in the hospital. Otherwise all the inmates are under sentence.

Thus the House of Industry has become a prison to which men and women generally of the most degraded class are sentenced. The total number of commitments during the last year was 6,405 (5,421 being men and 984 women); almost 70 per cent. of these were for drunkenness, the rest for such offences as assault and battery, larceny, vagrancy, etc. Over 80 per cent. of the sentences were for less than six months, and more than half of these for three months or less. Only 12 were sentenced for as long as one year, and none for a longer term; 2,561, or 40 per cent. of all commitments, were for non-payment of fines. These figures show an increase over the year previous of 29 per cent. in the number sentenced, of 36 per cent. in the number sentenced for three months or less, of 42 per cent. in the number sentenced for drunkenness, and of about 53 per cent. in the number sentenced for non-payment of fines.

The only new factor in the situation to account for these

changes is the new "drunk" law, which took effect last July. In 1891, after strenuous endeavor on the part of the Prison Association, the law imposing a fine for drunkenness, or of a short term of imprisonment for non-payment of the fine, was abolished, and the courts were given discretionary power to sentence a person convicted of being drunk, for a term not exceeding one year. The announced intention of this law was that occasional drunkards should be placed on probation, while habitual drunkards should receive the maximum sentence. It was argued that the degradation of a term at Deer Island was no benefit to a man who was now and then intemperate, whereas a short term to be again and again imposed was inoperative with habitual offenders. During the first six months after this law took effect, the number of convictions for drunkenness was reduced by more than one-third, while the length of the sentences was increased, though this latter to a lesser degree than was expected and desired. Upon this point the special committee reported (Document 122, 1892):

"Experience has abundantly proved that these short sentences have no reformatory effect. They only get prisoners into good condition at the public expense, and ready for a new debauch. Then follows another arrest at additional expense, and the offender is sent back to the island in a state of physical collapse — perhaps of delirium tremens — to be doctored and nursed at the hospital — another source of expense — before he can be again put to work in the prison.

"If 'habitual drunkards' were given a sentence of nine months, or, better, a year, there is some hope that an enforced abstinence from drink and a wise course of discipline would reform some of them — though drunkards have proved of all offenders the most difficult to reform; at least, such a length of term would save degradation to the individual and expense and scandal to the community. Your committee has no hesitation in saying that any hope of making this institution in any degree reformatory depends in large part upon a different method on the part of the judges in dealing with these chronic offenders."

The course of events, however, has been quite the opposite of that indicated above.

A year ago an agitation against the law abolishing fines for drunkenness resulted in a new law allowing judges discretionary power in the matter. Under this discretion, during seven months, 1,418 people convicted of drunkenness have been imprisoned for non-payment of fines; 790 of these were first offences, and the rest (628) were mostly habitual offenders, the number of times they had served sentences at Deer Island running from two to sixty-nine. Thus, as

shown above, the number sentenced for three months or less has increased 36 per cent., while the number sentenced for drunkenness has almost doubled, and the number sentenced for non-payment of fine has more than doubled.

It has been the custom of the Commissioners of Public Institutions to release on probation all committed to the House of Industry for the first time for drunkenness on the expiration of half the sentence. This has apparently worked well, as of the 881 persons so released within the year, only 54, or about six per cent., were rearrested. These were required, under the statute, to serve the unexpired part of their original sentence in addition to the sentence received for the new offence.

For some years the prison has been badly overcrowded. In 1892 an appropriation of $60,000 was granted for new cells. These have been in use since January, and, with the old ones, afford cell accommodation for 776 prisoners. When numbers rise above this, the overflow must sleep in dormitories and corridors. Last summer, after the change in the "drunk" law, in 52 days there was an increase of 565 in the population, and every corner was crowded, prisoners sleeping even upon the floor of the chapel. Representations to that effect being made to the judges, they have since given fewer sentences to Deer Island, and the numbers have declined, until, on April 14, all but 140 of the male prisoners were provided for in cells. This is a great help in maintaining discipline. The women all sleep in dormitories, which the superintendent does not consider a disadvantage, as they are not given to insubordination or rioting.

The housekeeping of the establishment appears to be satisfactory, both the institution and the hospital being scrupulously clean and neat.

Weekly rations of tobacco are furnished, — an unnecessary luxury for prisoners; also the bad custom of allowing prisoners to receive presents of food prevails.

Approximately 112 of the men are employed at stone-cutting, 125 at the manufacture of clothing, 85 cane-seating chairs (an industry introduced a year or more ago), 25 as carpenters, 12 as painters, and 14 in the shoe shop; about 100 are detailed (sometimes for only a part of the day), for work about the buildings and grounds, 75 are sent to work at Long Island, and the remaining, amounting often to about 300, are employed upon the land. In stormy weather all those who are ordinarily employed out of doors are left in idleness.

The women do the kitchen and laundry work and mending, and 35 of them manufacture clothing.

When work is over, supper is served, and prisoners are then sent to their cells or dormitories and left in idleness through the evening. These hours could be profitably used for school. For the younger prisoners this might be a means of active good, and for the rest, to require them to practise reading and writing and figuring when their natural impulses would be to sit in idleness and chew tobacco, would be a wholesome discipline. A further valuable discipline would be a daily physical drill. For the men employed at sedentary occupations this would be especially beneficial, and for all it would be helpful in teaching obedience, energy, and self-control. It may be safely assumed that such exercises, both mental and physical, far from being considered luxuries, would be counted a severe discipline.

At present, most of the prisoners consider a term at Deer Island no great hardship; in fact, it is said to be deemed preferable to residence in the Home for Paupers at Long Island.

A serious difficulty in present arrangements is the proximity of the men and women prisoners. From upper windows they can overlook each others' recreation yards, and there is constant and often successful opportunity to smuggle notes and messages to and fro, to keep track of each others' goings and comings, and to plan future meetings in the city. When the building some 64 rods distant, now used for the Reformation and the Truant boys, is vacated, it might be well to use it for the female prisoners.

The men eat in a dining-hall, capable of seating only about one-third of them at a time. Meals, therefore, are served in shifts, dinner lasting from 10.30 to 12.45, and meanwhile relays of prisoners congregate in the yard and in the adjoining room called "Loafers' Hall," awaiting their turn at table. It has been planned to amend this demoralizing custom by feeding them in their cells, but the change has not yet been introduced.

While the merits of feeding prisoners in cells or in a general dining-hall may be an open question on which this Board will not venture an opinion, there can be no question that allowing them to congregate daily int he yard and in "Loafers' Hall" is so demoralizing a practice that anything that abolishes it must be considered a long step in the right direction. It is indeed unpardonable that the change has not yet been made, as the new cells have been in use since

January. The excuse is offered that, owing to deficiency in the lighting apparatus, it has been impossible, when the days were short, to feed prisoners in them at night and in the early morning. But the lengthening days have long obviated this difficulty. Moreover, breakfast and supper in the dining-hall are not open to the same objections as dinner, for arrangements are such that no waiting in Loafers' Hall is involved. Therefore, if dinner had been served in cells, or the prisoners kept in them while waiting their turn at table, Loafers' Hall could have been abolished as soon as the new cells were occupied. Indeed, a very moderate exercise of ingenuity would have prevented the existence for a day of this long standing scandal at Deer Island.

The apparent indifference of the Commissioners to this, which has so long made the name of Deer Island notorious, is a symptom of the fundamental difficulty at this institution. No one connected with it seems to expect anything in the way of reform or to be interested to devise methods calculated to produce better results. If order is maintained among the prisoners, everything is considered satisfactory, even while it is frankly assumed that prisoners are discharged only to return to the haunts of vice and crime, and to be soon recommitted for some new offence. "When did you leave?" is the first official question addressed to a prisoner on his arrival at the island; and "Last week" or "Last month" is a common answer.

There must be something radically wrong in a system producing such deplorable results. This wrong, let it be conceded, does not lie wholly with the managers of this institution; it is shared by the Legislature enacting laws, and by the police and by the courts administering them. The House of Industry, for instance, is in small part responsible for the prisoner sent to the island for thirty days for the sixty-ninth time because he could not pay a fine, — a sentence which fails to protect society, and which has no tendency to reform the offender.

It must, of course, be admitted that how to reform these wretched people, and what to do with those who cannot be reformed, is a problem that cannot be answered off-hand. Those in control of this and of similar institutions, however, are in a position, by study and experiment, to find the answer; and they should lead public opinion in these matters. The institutions upon Deer Island cost the city of Boston $103,904.25 last year. To what end is this money spent if the inmates are restored to society after a few months' isolation, more certain to prey upon the community than

before? Such a question is very pertinent to a department disbursing annually over half a million of the tax-payers' money. The citizens of Boston have a right to demand that this money shall be used with intelligent effort to decrease the number needing public maintenance.

The recommendation two years ago of the special committee that a parlor be provided for the use of the officers has not been heeded. There are 89 employees, 19 of whom are women, on Deer Island, and their custom of meeting for social purposes in each other's bedrooms is most objectionable. An institution, like other small communities where the intercourse is close and interests are restricted, is apt to be a hot-bed of scandal; and every means should be used, while encouraging healthy relations among the officers, to avoid the suggestion of evil.

It is gratifying to learn that the former practice of giving permits to people to visit Deer Island as a pleasure excursion has been discontinued.

The recommendations of this Board are:

1. That Loafers' Hall be abolished.
2. That men and women be wholly separated.
3. That evening schools and physical drill be introduced.
4. That the discipline be very strict, such luxuries as tobacco and gifts of food being withheld.
5. That a parlor be provided for officers.
6. That fewer fines be imposed on persons unable to pay them, and that longer sentences be given.

All of these recommendations were urged two years ago by the special committee.

HOUSE OF REFORMATION.

Statistics for Year ending January 31, 1894.

Boys remaining January 31, 1893	54	
" since committed[1]	1	55
Girls since discharged[1]	68	
" remaining January 31, 1894	1	69
Officers and employees		5

The Boston House of Reformation for Boys, formerly located in a wing of the House of Industry, was removed

[1] There being no separate girls' department there, occasional girls are kept with some woman officer on the grounds.

two years ago to the building about sixty-four rods distant, adjoining the Truant School.

It is needless to dwell upon the demerits of the House of Reformation, as for years the Commissioners and all others connected with the institution have conceded that while subjected to the Deer Island taint, no good results could be expected.

Happily this state of things need not long continue, as it is intended, when the new almshouse building at Long Island is finished, and the women now on Rainsford's Island are installed therein, to remove the Reformation boys to Rainsford's Island.

It will then be possible to organize there a thoroughly good reform school. Mere change of location, however, will not secure this. The end and aim of this, as of other schools, should be educational; and to educate boys who hate lessons and work, and who love idleness and lawlessness, taxes the skill of the educator beyond all other tasks. The whole success of such an undertaking lies in securing a first-class superintendent who will put both brains and heart into his work. Therefore the inception of the new reform school should be watched with anxious interest.

Meanwhile, as this institution must remain on Deer Island for some time longer, it does not seem necessary that the present situation should be given up as hopeless. Something might be done, for instance, by introducing manual training classes, to improve the old-fashioned methods of teaching now in use, and which are ill-adapted to awaken the faculties of these street Arabs.

More important than this is the supervision of the boys after they leave the school. By the terms of the sentence they are subject to the custody of the institution during minority. Such a sentence contemplates that the boy shall be retained in the institution until he is believed to be reformed, and that he shall then be released on probation, to be recalled to the institution if he proves himself in need of further restraint or discipline. As administered by the Commissioners, however, this feature of the sentence is inoperative, — it being usually their custom to release the boys to absolute freedom after a period of detention, varying, for reasons not connected with the progress or standing of the boy, from a week to perhaps a year or more. A few boys who have very bad homes, or none at all, are placed out in the country, and are looked after by the Agent for Discharged Prisoners; a majority of these placed-out boys are said to do well. No such claim can be made for those who return to their homes. Most juvenile offenders have been led into crime by

their bad surroundings, and when exposed anew to the old temptations, it is of extreme importance that sufficient oversight be exercised to make it possible to recall to the institution those who show symptoms of falling back into lawless pursuits. The knowledge that he was on probation and would be held to a strict account, would have a steadying influence on many a boy who now goes from bad to worse until he is arrested for a new crime.

The recommendations of this Board are:

1. That manual training be introduced into the schooling.
2. That all boys, when released, be kept on probation during minority, and to that end be visited by agents of the Commissioners.

These recommendations were urged two years ago by the special committee.

Truant School, Deer Island, Parental School, West Roxbury.

Statistics for Year ending January 31, 1894.

Boys remaining January 31, 1893		105
Boys since committed	109	
Girls since committed	2	
		111
Boys since discharged	121	
Girls since discharged	2	
		123
Boys remaining January 31, 1894		93
Officers and employees		6

A truant school on Deer Island is an anomaly which will soon be a thing of the past. A new truant school, named, for the sake of breaking off bad associations, "the Parental School," will soon be ready for occupation. The buildings of the new institution are beautiful in design, and are charmingly located on a tract of 37 acres bordering the Charles river, in West Roxbury. It would seem as if few boys could be so wedded to street-life in the city slums as to refuse to be obedient and contented amid such delightful surroundings.

The plant of the Parental School consists of a house with school-room, dining-room, dormitories, etc., planned to accommodate 30 boys, and of a domestic building, containing kitchen and laundry; this latter will minister to the present and to any other house for boys that may be erected. The Commissioners have this year asked an appropriation of $35,000 to provide another house, and as the present ac-

commodations will certainly be inadequate, the request is urgently seconded by this Board. If, as the School Committee hope, a truant school for girls is to be provided, this Board strongly recommends that the location be far removed from that of the boys.

In order to avoid any Deer Island tradition from tainting the new school, it is the plan of the Commissioners, when it is opened, to allow boys who are then in the school on Deer Island to finish their time there instead of transferring them to the new institution, admitting to the latter only new commitments. This is a wise decision.

It is hoped that in committing to the Parental School, judges will always impose the full two years allowed by law, instead of a short and arbitrary sentence, — the long term to be used, however, not for a long detention, but rather as an indeterminate sentence. The object of the school is, not to punish truants, but to cure them of truancy. It is evident that truants should be retained till there is reason to believe that they can safely be returned to the temptations and distractions of the city. Perhaps in some cases a few weeks' discipline would suffice; but even so, it would be well that when released, it should be on probation, and also that the probation should be sufficiently long to prevent the necessity of a new arrest.

Further, truant-officers should be always at once notified of the release of probationers, and should then have them under especial observations, returning them at once for a relapse. By this means the necessary term of detention in the truant-school could be shortened, and the habits implanted there might be preserved.

By the city ordinance establishing the Parental School, the School Committee will have partial control in the school-room. That being the case, the course of teaching will doubtless be so arranged as to correspond, so far as possible, to that of the public schools. It is most important that a boy in passing from the truant school to the school of his district should be able to take his place in his class, instead of as at present finding himself at a disadvantage with his companions.

Further, it is hoped that instruction in drawing and clay-modelling and in the use of tools will form a part of the school course. For boys who find the ordinary studies irksome, these active kinds of lessons are peculiarly valuab e.

Also the study of birds and plants would open a new world to children whose only education had been gathered in a dingy tenement and in the crowded streets of the city. Often, when children's minds are once awakened by the appeal to experience of the world without them and

to their own creative faculties, book learning, which was once abhorrent, becomes interesting.

As the institution will be a branch of the general public-school system, it seems proper that the School Committee and not the Commissioners of Public Institutions should decide when boys should be placed on probation. If the division of responsibility between the two Boards in this or in other matters leads to a conflict of authority, the only proper solution would be to place the Parental School wholly in the School Committee's care.

By whomsoever administered, the discipline of the institution and the teaching of the school-rooms should be worthy of the buildings and the location, and Boston will then have a truant school which may well be regarded with pride.

The recommendations of the Board of Visitors are:

1. That the Commissioners' request for an additional building be granted.
2. That sentence be always given for the full term.
3. That release before the expiration of the sentence be always on probation.
4. That truant-officers be always notified when a boy is released.
5. That instruction in the school-room be graded, so far as possible, to correspond with the ordinary public schools, and that instruction in drawing and manual training and nature study be incorporated in the school course.

These improved methods of teaching and the custom of placing probationers in the special care of the truant-officers might have been introduced into the school on Deer Island, as recommended two years ago by the special committee.

HOME FOR PAUPERS, LONG ISLAND.

Statistics for Year ending January 1, 1894.

Inmates remaining January 31, 1893	not given
" since received [1]	1,394
" " discharged [1]	1,250
" died	125
" remaining January 31, 1894	692
Largest number of inmates	692
Smallest " " "	278
Officers and employees	31
Net cost of institutions on Long and Rainsford's Islands, containing together an average of 728 inmates	$77,220 60

[1] This does not represent individuals, as the same person may be admitted or discharged several times.

When the Board of Visitors entered upon its duties in the early winter, its attention was soon arrested by evidence of unusual abuses at Long Island. In addition to the fundamental evils of long standing which had been pointed out by the special committee two years ago, a series of other abuses, many of them of more recent date, were found to prevail. Some of these were very serious, while others were matters of no great importance in themselves, but were noteworthy as evidence of a slack and inefficient administration.

The state of things being one that demanded immediate attention, on January 13 the matter was informally laid before His Honor the Mayor.

His Honor requested a formal report upon the subject, which special report was presented on February 16. Under date of February 17 His Honor wrote the Chairman of the Board of Visitors that the report had been sent to the Commissioners of Public Institutions, with "the request to carry out the recommendations contained therein."

In preparing a final report upon Long Island, comparison between present conditions and those existing when the investigation of the Board of Visitors began, shows that many of the evils noted in the report of February 16 have been remedied. In view of this, and of the further fact that owing to the investigation by the Board of Aldermen, these matters have of late become common knowledge, many of the details discussed in the former report need not be here repeated. Rather, attention will be directed to the more fundamental faults which still exist, — faults which are so serious and so far-reaching in their effects that no mere improvement in minor matters can be deemed a real advance. Indeed, it will be shown that the abuses that have ceased, as well as those that remain, are parts of one whole, and like symptoms of disease will be liable to reappear in the same or some other form as long as the root of the evil endures.

The administration of Long Island, formerly united with that on Rainsford Island, has, since March 20, 1893, been in charge of a separate superintendent. On February 1, 1894, there were 692 inmates at Long Island, of whom 502 were males and 190 females. Of these, 90 men and 99 women were in the hospital, 94 women were in the infirmary wards, and 21 mothers and 22 children were in the nursery. The remaining 362 were men, many of them infirm and aged, and others in the full vigor of life. Women of corresponding classes are cared for at Rainsford's Island.

The accommodations at Long Island are a three-story brick building, in the upper part of which are the women's

infirmary and nursery wards, and a new hospital, ventilated and finished according to the most approved methods. The superintendent's house adjoins the hospital. A new wing to the hospital is in process of construction, as is also a large dormitory, which is intended to house all the pauper women now on Rainsford's Island and at the Charlestown almshouse. This new building is to cost $100,000, and will be fitted up with all the modern improvements in the way of plumbing, ventilation, etc. Nevertheless, its congregate plan and its proximity to the men's quarters are most unfortunate features which will seriously hamper the introduction of much-needed reforms.

The fundamental evil in the present institution is the total lack of classification among the inmates and the accompanying failure to provide appropriate privileges and discipline for the various classes there assembled. Under present arrangements, old and young, the infirm and the able-bodied, the decent poor and those whose poverty results from vice and crime, are brought together in one indiscriminate company. Except for the patients in the hospital, all the male inmates at Long Island live together and all fare alike, the infirmary wards being in no material way distinct from the rest of the institution. Decrepit old men, cripples, and sturdy loafers eat together in one dining-room, and lounge and smoke and play cards together in Loafers' Hall. A weekly ration of tobacco is given to all. All who desire are granted a pass once a month to the city; all are allowed to live in comparative idleness, coming and going at will. Thus the place has become a headquarters for the idle and the dissolute, who find here an easy refuge from the necessity to submit to discipline or to work for themselves or their families. No regular work is provided, and if it were, it is claimed by those in authority that under existing laws it could not be enforced. The superintendent, when he discharges for insubordination, constantly sees his authority set at naught, as the offender, upon application at the Commissioners' office, may receive a permit to return by the next boat. In his recent report to the Commissioners the superintendent forcibly states the difficulties of his position and the evils of the present system.

It is the opinion of the Commissioners that under present laws these evils are inevitable. But such is not the opinion of the Board of Visitors.

It is true the laws command that suitable relief shall be granted all people who, through whatever cause, are unable to support themselves, but it is optional whether relief shall be granted in an almshouse or a *workhouse*, and, moreover,

the same law which declares that paupers shall be suitably supported, declares that they shall likewise be suitably *employed*.

Therefore, in the opinion of this Board, the first thing to be done is to separate able-bodied paupers from those who are necessarily dependent, placing the former in a workhouse department. The discipline of this workhouse should be very strict, and all privileges should be made conditional upon the performance of a reasonable amount of work. There is little doubt that a vigorous administration would find some means by which the law exacting labor as a condition of relief could be enforced, and further that under such regulations the number claiming relief would rapidly decline. These people at Long Island are not agitators nor anarchists; on the contrary, they are lazy and shiftless and weak-willed, and most of them would yield readily to the authority of one who knew how to command. Moreover, it is possible that the Commissioners have already the right to place paupers who should refuse to submit to discipline in the House of Industry on Deer Island, this institution being in reality the city workhouse in which relief was originally granted to the indigent. Whether or not its present exclusive use (except in the hospital department) as a prison precludes the right to admit paupers there is a point that could be definitely settled only by an opinion from the Corporation Counsel.

If all the able-bodied element were withdrawn from the almshouse, only the sick, the infirm, and the aged would remain, and the problem of dealing with them would be comparatively simple. At present a sense of what is due them is confused by their identification with able-bodied people, whom it is an imposition that the public should support at all, and thus the whole standard of what is due a pauper suffers. Carelessness and neglect are natural expressions of the now prevalent feeling that anything is good enough for such people as congregate at Long Island.

It is, however, evident that many comforts may properly be allowed people who are necessarily dependent which would demoralize, by tempting into idleness, those who could and should support themselves. Tobacco, for instance, may be a legitimate solace for old men whose working days are over; but it is an unwise luxury to allow people who should in every way be discouraged from resorting to public charity. To many loafers this ration of tobacco and the privilege of smoking and playing cards in Loafers' Hall must be most attractive features at Long Island, as also the further privilege of paying monthly visits to the city, where tobacco saved or won at cards can be traded for a drink. It does

not seem reasonable that between three and four thousand dollars of the taxpayers' money should be spent every year upon tobacco for inmates and prisoners of the public institutions.

Turning now, however, to the care of those who are necessarily dependent, it is clear that whatever may have been the original cause of dependence, when once it is an accomplished fact it must be accepted as such and dealt with accordingly. The prick of discomfort and hardship is not likely then to cure it, whereas it may be cured by elevating influences, by healthy living, and by good medical treatment. Therefore, in an almshouse containing only helpless people the endeavor should be to supply means best fitted to place those who are only temporarily disabled upon their feet again, and to provide the rest, within the limits of a reasonable expense, with a comfortable refuge until they die.

Every almshouse would naturally contain a hospital to which the really sick would be assigned, an infirmary for the aged and the feeble, and a nursery for mothers with young children.

A model hospital, so far as the building is concerned, already exists upon Long Island; but, as was shown in the report of February 16, in matters of diet and nursing and medical attendance this hospital has fallen far short of what is desirable. Many of the deficiencies pointed out ten weeks ago have since been remedied, but still the conditions are unsatisfactory. What is needed is not merely improvement in this or that detail, but a remodelling upon a higher basis, — a basis corresponding to the general advance in medicine and in civilization. The arrangements and service need not be otherwise than plain and inexpensive, but they should be based upon a recognition of the best medical standards, and of such standards of *living* as it is wished to induce the poor of the city to adopt, rather than upon those with which many of the inmates, in their ignorance and degradation, have been but too familiar.

The medical staff of the hospital consists of a physician-in-chief (who, being likewise superintendent, does not actively practise), two assistant physicians, and at times an interne. When there has been no interne (as has been the case most of the time) the two assistants, both of them young men just graduated from the medical school, have, besides performing the medical duties of the hospital, prescribed for out-patients from the institution, visited the women in the infirmary and mothers and children in the nursery, directed the nurses, compounded the drugs, and done much of the clerical work of the hospital. Within a few days an interne has gone on duty; it would be better if

there were two of them. Also a board of consulting physicians would be a desirable adjunct to the medical force.

The staff of nurses is too small for first-class work, even in a hospital of this kind where there are many chronic cases (too small as compared, for instance, with the Tewksbury almshouse hospital). Also the standard of nursing does not seem to be sufficiently high. The men and women who serve as nurses at Long Island have had, as a general rule, no previous experience in nursing, — two of those lately engaged had been salesmen, — yet there is no system by which one nurse goes in under another, nor any general system of teaching. Without arranging a plan so elaborate that it could be called a training school (though many successful training schools for nurses have been carried on in almshouses both in this country and in Europe), an experienced nurse — a woman — should supervise the others, being held responsible to the medical officers for all the nursing throughout the twenty-four hours, as well as for the general care of the wards.

A further serious defect is the lack of proper hospital records. Really no records at all have been kept in the ordinary acceptation of the word; that is, no histories of the patients, giving symptoms and their duration, their probable cause, or describing examination and treatment. Such records are essential to good hospital work.

Only one post-mortem examination has been held during the incumbency of the present superintendent.

This hospital does not show the constant striving, usual in good institutions of its kind, to do the most that can be done in the study of disease and its cure. So long as the serious defects above referred to exist, the excellent plant provided by the city government will fail of its best usefulness. The building is first-class, and there is no reason why this hospital should not rank with the best of its kind in the country.

Almshouse hospitals, both in this country and in Europe, when suitably organized, have rendered first-rate service to the patients, and, indirectly, to the community, as well as to the physicians having them in charge. When an opportunity is offered for careful study of disease, first-rate physicians and surgeons are glad to avail themselves of it, and in return the patients receive the benefit of their skill and training. Into a hospital thus organized competent women would be glad to go as nurses for the sake of the training they would receive. In support of this statement it is only necessary to point to the history of the changes that have been made in both the hospitals of the Blockley

almshouse in Philadelphia and in that of the Salpetrière in Paris. Indeed one need not go farther away than the Tewksbury to find a model almshouse hospital containing a training school for nurses.

There would be certain advantages in having for the physician-in-chief at Long Island a physician residing in Boston, who should visit twice or three times a week, or as often as necessary, serving without salary, as is common in other hospitals. Under this arrangement, such duties of the physician-in-chief as could not be performed by a physician living in Boston would devolve on a resident assistant physician under the direction of the former.

Among the inmates of the infirmary and nursery departments, an informal classification should be introduced which should break them into small groups, thus separating those who cannot be brought together without wrong and degradation. The propriety of protecting the more respectable inmates from moral contagion has been so often recommended, and seems in itself so self-evidently desirable, that it is strange it should still be ignored.

Any such classification, however, is impossible in buildings arranged like these at Long Island, upon a congregate basis and with great barrack-like wards. It is deplorable that in planning a new building this mistake should have been repeated, and also that, with all Long Island to choose from, the new dormitory for women should have been placed so near that for the men.

If the new institution were arranged like the Charlestown almshouse, with many small separate rooms, some classification among the inmates could be effected.

Better even than small rooms in one big establishment would be a series of small local establishments, such as was recommended by the Directors of Public Institutions in 1874–5,[1] or else of an institution arranged upon the cottage plan, the various buildings being well removed from each other. The present plant, however, irrevocably precludes both of these systems and fastens upon the city a huge congregate establishment, whose internal arrangements, while

[1] On page 32 of the report of the Directors of Public Institutions of 1874–5 (City Document 67) is found the following:

"A year's experience in conducting the almshouse at Charlestown demonstrated the fact that it is more economical to provide for the poor in smaller buildings managed upon the family principle, than to incur the greater expense of erecting a mammoth building and congregating all the poor in one large institution. One or more suitable buildings could be provided in each of the suburban districts of the city where the poor of that section could be maintained in the vicinity of their home and former associations, with the privilege of attending church, if they desired, or of receiving visits from relatives or friends. This plan would admit of a better classification of the inmates, and would involve less expense than the care of all the pauper class in one establishment."

they can be modified, can never be made wholly satisfactory.

It can only be hoped that whatever is possible will be done to remedy the present unfortunate arrangements.

It has been stated that many improvements have lately been effected at Long Island. No less than eighteen different items have been changed for the better, — a striking illustration of the efficacy of public opinion. It is hoped, however, that the demands of the public in regard to this institution will not flag while so much remains to be done.

The matters criticised in the report of February 16, which have since[1] been righted, may be briefly summarized as follows: The organization of the medical staff has been improved, the first assistant physician being now held responsible for all the details of the hospital; an interne was added to the medical staff on April 25; there has been no recent complaint of the shortage of milk; special diets of chicken broth and baked apples have, since January, been ordered at the discretion of attending physicians, and when ordered have been furnished; the superintendent (who is physician-in-chief) has not of late interfered with attending physicians in matters of special diets, nor in the discharge of patients; a second nurse has been on duty since February in the men's side of the hospital, and these wards are now kept much cleaner; the shortage of clothing which occurred in the autumn has ceased; nurses are no longer required to make up clothing; additional surgical instruments and other hospital equipments have been furnished; the physicians order and receive what drugs they think necessary; hospital records are now kept by the first assistant physician instead of by an inmate, but as already stated these records are not yet satisfactory according to the ordinary hospital standard. Rules and regulations are hung up about the hospital and the institution; a new wooden trough has been substituted for the sink in which it was formerly the custom to mix pudding and soak beans; the burying-ground, formerly a neglected-looking spot, has been graded and the graves raised in neat mounds; but the habit of allowing corpses to accumulate in the dead-house and of burying them several at one time without funeral services still prevails; coffins of various sizes, of which at one time there was an insufficient supply on hand, have been provided. The practice of allowing mothers to stay all day in the nursery without proper supervision has been remedied; these women, who are often violent-tempered and vile-

[1] "Since" refers to "matters criticised," some of which were corrected previous to February 16, 1894.

tongued, are now subject to the constant supervision of a matron, and the little children who had been kept in a stifling dormitory all winter without ever going out for an airing are now taken out of doors whenever the weather is fine. Inadequate facilities for washing, criticised in the report of February 16, have been remedied by sending the Rainsford's Island wash, formerly done at Long Island, to Deer Island. The lack of proper ventilation in the infirmary and nursery wards will soon be remedied, — in fact, plans for the introduction of ventilating-shafts had been prepared by the City Architect before the matter was mentioned in the February report. Also adequate facilities for extinguishing fire have lately been provided. The deficiency in this matter was noted two years ago in the report of the special committee. Since that date a fire-pump had been provided, but an inspection by the Fire Commissioners in February showed that it had not been connected with water, and that other means of protection against fire were still lacking. A second inspection by the Fire Commissioners on April 27 showed that the recommendations of the Board of Visitors in this matter had been carried out.

The two reports of the Board of Fire Commissioners are appended. Both inspections were made at the request of this Board.

A still existing evil of a most serious nature is the practice of freely issuing passes every month, allowing inmates, while still remaining such, to pay visits to the city. This freedom to come and go must encourage the feeling that the Home for Paupers is a public resort, in frequenting which a citizen loses none of his privileges. Further, it is common for inmates to return from these trips in such a condition as to show that the pass has only furnished opportunity for a debauch. Among the inmates are women who have had several illegitimate children, the older ones supported at the Marcella-street Home, the younger with the mother in the almshouse. These women, like other inmates, are granted passes to visit the city. The final report of the special committee showed that 1,501 passes had been issued in 1891 to the inmates of Long and Rainsford's Islands. The only reason given for the present custom is, that if passes were refused, inmates would frequently demand a discharge instead, and probably soon apply for readmission, which would involve an increase of book-keeping. But this Board believe that the extra trouble and expense thus incurred would be well spent, as a full record of the goings and comings of inmates is highly desirable.

This matter of records is most important, as so far as possible, a full history of each inmate should be kept. From

prison and police records, and from records of relief-giving societies both public and private, it should be ascertained the number of times a given person had served sentences in penal institutions, had slept in the wayfarers' lodge, or in police stations, what charitable relief had been received, etc. Thus one might learn at least what effects these various agencies were producing, and might study ways to bring about better results. Probably it would be found that the number who are thus preying upon society is in reality much smaller than appears, and that the possibility of dealing wisely with them is correspondingly greater.

The destiny of the few hundred people directly affected is not the only thing at issue. Indirectly the question affects the whole community. At Long Island and such other places a population is being fostered to feed the slums and to prey upon the industrial elevation of the wage-earner. The maintenance of these people is the least part of the tax they levy. Charles Booth has shown in his great work upon "Labor and Life in London" how the semi-pauper class of that city acts like a drag upon the labor class, competing with them for the lower grades of work, and competing upon unfair terms, as paupers can afford to work for less than a decent maintenance. In this country, happily, this class has not yet attained formidable proportions; but under the fostering influence of our present system it will grow apace. Already in times of industrial depression the professional loafer swells the ranks of the unemployed, and his presence does much to thwart efforts for the relief of the honest worker.

In other parts of the world questions of vagrancy and pauperism have received great attention, and in many places means have been devised which have rapidly reduced what threatened to become a serious danger. The State Department at Washington has lately issued a volume[1] of over 600 pages

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[1] The title of this book is "Vagrancy and Public Charities in Foreign Countries," issued from the Bureau of Statistics, Department of State, 1893. The information contained in the volume was gathered by circular letters to consuls; the questions upon which information was sought was —

1. How is that class of vagrants, generally designated "tramps," controlled or regulated?
2. What are the methods employed for the distribution of alms?
3. What efforts are being made for the punishment or suppression of begging?
4. What efforts are being made to convert "beggars" and tramps into self-supporting members of society, and what effects have attended such efforts?
5. What are the effects of the indiscriminate dispensation of public and private charities?
6. What has proved to be the best system of distribution of public and private charities, looking to the elevation of the recipients of such charities to the condition of self-support, self-respect, and self-confidence, and their ultimate rehabilitation as good members of society?
7. What efforts have been made to prevent the intermarriage of paupers, and what have been the effects of such restraints on marriage?

giving the result of its inquiries as to vagrancy and public charities in foreign countries, and this book is commended to all who incline to believe that the evils from which Boston is now suffering are inevitable. A strenuous and sustained public opinion is needed: without that, no permanent improvement can be effected; with that, the public institutions of Boston may quickly become worthy of the proud traditions of the city.

The present serious feature of the situation is the indifference of the community joined to the total failure of those in authority to understand the deep-seated nature of the trouble. With commissioners in control who recognized the evils confronting them and who had vigor of purpose to introduce radical reforms, the abuses at Long Island would soon belong to the past; but, while the present policy obtains, no improvements in detail can be held to indicate a real advance.

The recommendations of the Board of Visitors are:

1. That a record be kept stating as far as possible the facts known in regard to the character and history of each inmate.
2. That the institution be organized into three departments: workhouse, infirmary, and hospital. In these departments the inmates should be classified as their bodily conditions require.
3. That in the workhouse department the discipline be strict and work enforced. The food, though ample and good of its kind, should be very plain, and few indulgences should be allowed. Tobacco, if given at all, should be given only as a privilege.
4. In the infirmary department many comforts not proper in the workhouse department should be provided. The effort should be not merely to keep the inmates from starvation, but to make their years of helplessness as endurable as may be, within the limits of a reasonable expense.
5. That passes be abolished except in rare instances to some decent old person or cripple wanting to visit a friend.
6. That the standard of the hospital should be raised, both in medical attendance, in nursing, and in the study of disease and its cure.

APPENDIX.

BOSTON FIRE DEPARTMENT,
HEADQUARTERS, DISTRICT NO. 1, February 7, 1894.

To the Board of Fire Commissioners:

I would most respectfully report that I have visited Long Island, Boston Harbor. I was informed that the supply was a 6-in main. There are four hydrants; pressure in day-time, 20 pounds; in night-time, not over 40 pounds. There are about nine ladders for fire service distributed about the buildings. There is a jumper located in barn, with 950 feet of 2½-in. new cotton hose. The brass pipes for the same are kept in engine-room; also 50 feet of 2½-in. new cotton hose. Located in engine-room is a small Blake steam-pump with connections for hose in case of fire, and a large 5-in. Knowles steam-pump, which sits on a large granite block, but is of no use on account of not being connected. There is a fair supply of water-pails for fire service. There are two pony extinguishers in main building, but none in the hospital building; neither are there any fire-buckets. In main building there are about 150 feet of ½-in. rubber hose to connect to faucets in wash-room, the same being minus play-pipes. There is not an axe or rake on this island for fire service.

There are 700 or 800 inmates, male and female, on this island, and out of that number the officers might pick out enough men to have a fire drill once or twice a week, and by that means perfect themselves in the use of fire appliances, which would place them in a position to direct should a fire occur.

I would suggest that if it were deemed feasible to put in automatic sprinklers, the same could be supplied from tank built in pitch of roof on inside of same, and supplied with salt water; the water from this tank to be used for the purpose of flushing water-closets. The motive power to supply this tank might be windmill or steam power.

I would suggest another idea — that of placing in basement of building two large chemical tanks and hose enough to go to any part of building, and that a number of pony extinguishers be supplied to be placed in corridors of main building and in hospital building, and that a sufficient number of fire axes and rakes be supplied and placed with extinguishers.

There is no bell or signal of any kind to notify the inmates should a fire occur. There should be a red light to designate the different exits at night.

I would suggest that two 45-foot extension ladders be provided and hung on racks in some place where they could be got at with ease.

The city of Boston has under construction a reservoir which will be, when completed, about 45 feet in diameter and 25 feet deep. They have four of what they call cisterns outside of building, each holding about 15,000 gallons.

To the best of my ability, I think that I have looked the plant over thoroughly.

Respectfully submitted,

(Signed) J. F. EGAN,
District Chief.

Boston Fire Department,
Headquarters, District No. 1, April 28, 1894.

To the Board of Fire Commissioners:

Gentlemen: I would most respectfully report that I have visited Long Island, Friday, April 27, and find that the institution has been supplied with fire appliances, as follows:

Stand-pipe from engine-room to main stairway, and thence to top floor of institution building, with two outlets on each landing, with one hundred feet of two-inch mill hose on one outlet and fifty feet on the other outlet, with play-pipes connected with the same from basement to top floor, and stand-pipe to ell from basement to top floor, with fifty feet of two-inch mill hose with play-pipes connected. The half-inch hose in washroom has been supplied with nozzles and is ready for service. The ladder service has been strengthened by the addition of two forty-five foot ladders, which are of the extension pattern. The institution building has fifty fire-buckets distributed around in different parts of the building, all ready for use. The fire service has been strengthened by the placing in service of six Babcock extinguishers and nine pony extinguishers, distributed as follows: Two Babcock and two pony extinguishers in the hospital and administration building, and eleven in the institution building. The number of fire-buckets in hospital is about a dozen, distributed in different places, ready for use. The jumper, carrying 950 feet of hose, would be of better service if kept somewhere in the vicinity of the institution building, which would be nearer the centre of radiation. The extension ladders are kept in barn, hung up about seven feet from floor. These are the ladders that should be kept where they would be ready for use. The water pressure gauge showed forty lbs. pressure, which is good, with the large Knowles pump to send the water where needed. The engineer tried the pump with fifty feet of hose, and the trial was satisfactory. There are four play-pipes for service. The only thing that I could not find was the fire-axes and plaster-hooks, but Dr. Cogswell said that they would be put in service in a few days, as they had been ordered. I would respectfully report that when axes and plaster-hooks are placed in service, that the fire service at Long Island, as far as apparatus and appliances are concerned, is satisfactory. What they want now is to form a company of the men employed by the city on the island, as I am informed that there are about fifteen young men employed on the island, which would make a good company. There is not a fire-gong in institution building, only the dinner-gong; neither is there any red light to show the exits at night in case of fire.

Respectfully submitted,

(Signed) J. F. Egan,
District Chief.

HOME FOR PAUPERS, RAINSFORD'S ISLAND.

Statistics for Year ending January 31, 1894.

Inmates remaining January 31, 1893, not given.	
" since admitted[1]	311
" since discharged[1]	533
" died	21
Largest number	458
Smallest number	157
Officers and employees	11

The buildings on Rainsford's Island consist of a superintendent's house and a brick institution with a wooden wing. The old white wooden building, formerly used as a hospital, was closed last spring, when the inmates were transferred to the new hospital at Long Island. Since that date there has been no hospital department at Rainsford's Island, though there is a resident physician.

The superintendent was formerly in control of the institution upon Long Island as well, but since March 20, 1893, he has had charge of only this island. Here a majority of the female paupers of Boston are congregated. The few male inmates, about twenty-five in number, who are assigned to this institution in order to help in the heavier kind of work, sleep in a small building near the wharf, but they eat in the general dining-hall after the women have finished. A number of the female inmates are able-bodied, but most of them are more or less infirm, and a few of them are bed-ridden. The population during the summer is only about one-quarter as large as during the winter.

The place is clean, and growing plants in the windows and a large pet cat curled up upon a bed, give a touch of cheerfulness to the otherwise dreary wards. The inmates seem contented and attached to their superintendent, and no complaints of any kind were heard.

On February 16, 1894, a special report by this Board, based upon an inspection and report of the Fire Commissioners, was handed to His Honor the Mayor. The recommendations of this report were endorsed by His Honor, who requested the Commissioners of Public Institutions to introduce the suggested improvements, paying for the same from their current appropriation.

On April 30, a second inspection of the Fire Commissioners showed that the recommendations had been or soon would

[1] This does not represent individuals, as the same person may be admitted or discharged several times.

be carried out. The two reports of the Fire Commissioners are given in Appendix B. Both of the inspections were made at the request of this Board.

A further improvement has been lately made in the sanitary arrangements.

The ventilation of the institution is unsatisfactory, and the dormitories during the winter months were overcrowded; but as, before very long, all the inmates will be transferred to a new building in process of erection at Long Island, the small discomforts of present arrangements must be borne.

The custom of giving ten-day passes allowing inmates to visit the city prevails here as in the other pauper institutions. This practice is most objectionable. A large proportion of these people have been reduced to dependence by drunkenness or other dissipation. It is, of course, humane that, when dependent through whatever cause, their necessities should be suitably relieved; but while maintained at public expense they should be restrained from injuring themselves and the community.

A careful study of the effects upon the individual and upon the community of the system of passes and of easy discharges and readmissions was made in the report of the special committee (Doc. 122, 1892). In view of the importance of the subject, and of the fact that the custom of the almshouses in this matter being unchanged, the facts presented in that report are as applicable to present events as to those of two years ago, a somewhat lengthy extract is appended.

People such as most of these are known to be should never be allowed to visit the city on passes, and should be discouraged in every possible way from availing themselves of frequent discharges and readmissions.

To relieve people of weak or vicious character from the responsibility of self-support, and at the same time to give them opportunities for evil indulgence, is the reverse of mercy. Most of these poor women, being weak rather than wicked, will yield to the advice or persuasion of those who have been kind to them. It is believed, therefore, that without any change in the law the evil of a floating almshouse population could be reduced to the minimum.

The recommendations of this Board are:

1. That free passes be abolished, except in special cases.
2. That every influence be used to prevent inmates from availing themselves of frequent discharges and readmissions.

APPENDIX A.

The figures below were taken somewhat at random from a list containing the names and what could be gathered of the characters of all the inmates of the institution during 1891:

"*Notes in Regard to Twenty-five Women present in the Home for Paupers during 1891.*

	Admitted first in	Age on admission.	REMARKS.
A	1880	51	Doesn't want work; furious temper; soon goes out.
B	1889	57	5 times here; 3 passes in 1891; quiet.
C	1880	40	Quiet.
D	1891	18	D. I.; drunkard; specific disease.
E	1881	60	Alcoholism; takes passes.
F	1891	29	Admitted 4 times in 1891; D. I.; drunkard; very bad; partly paralyzed.
G	1888	41	Admitted 4 times; 2 passes in 1891; D. I.; drunkard; keeps bad house; has specific disease; has illegitimate child.
H	1891	55	Admitted twice in 1891, and took three passes; D. I.; drinks; specific disease; very bad; prostitute.
I	1887	67	Out constantly on one-day passes, and returns half intoxicated.
J	1890	38	Admitted 6 times in 1890; 4 times in 1891; D. I.; drinks; very bad; married an inmate.
K	1890	31	D. I.; had illegitimate child; married inmate.
L	1888	64	Good old soul.
M	1889	71	Admitted 4 times; 5 passes in 1891; D. I.; quiet.
N	1890	55	Quiet; no passes.
O	1889	55	Admitted 5 times in 1889; 2 times in 1890; 2 passes in 1891; habitual drinker.
P	1890	32	Admitted 4 times in 1890; 3 times in 1891; 4 passes in 1891; D. I.; drinks; married 5 men.
Q	1889	57	Admitted 3 times; D. I.; drinks; terror; noisy.
R	1890	56	Sews; decent; no passes.
S	1891	51	D. I.; drunkard; prostitute; fearful case of specific disease.
T	1889	30	Admitted 8 times; 5 passes in 1891; D. I.; drinks; prostitute.
U	1888	50	Admitted 7 times; 3 passes in 1891; drinks.
V	1889	51	" 5 times; 34 times at D. I.; drinks; prostitute.
W	1884	57	Blind; well educated and bright; Infirmary.
X	1883	79	Ungovernable temper; bedridden.
Y	1883	66	Nice little body; a little "off."

"The real facts of such reckless, undisciplined lives can never be fully stated; but the committee gives here more in detail the histories of two women belonging to the class of habitual drunkards, — women who have very clearly been

confirmed in their worst tendencies by the easy possibility offered them to come and go between the city slums and a free home.

"*History of one year and two months of the Life of a Woman thirty years old who came to Home for Paupers in 1890.*

"She had a husband and two children. Husband failed to support. She went to city Temporary Home and then to Almshouse, coming up, with free passes, to meet her husband, drink and carouse for a day or two, and then return to the City Home and to Home for Paupers.

Year.	Date.	Length of Stay in Days.	REMARKS.
1890.	April 9.		To H. P. with baby B.
	May 16.	26	To Temporary Home with boy of 5 years.
	Aug. 5.	30	To Deer Island.
	Sept. 5.	3	To Temporary Home with baby 1 year old.
	Sept. 9.	19	To H. P.
	Oct. 7.	1	To House of Detention after arrest on street. Baby brought to Temporary Home and sent after her to House of Detention.
	Oct. 7.	30	To D. I. for 30 days.
	Nov. 6.	1	To City Home with baby.
	Nov. 25.	40	To H. P.
	Dec. 27.	3	To Temporary Home with baby from H. P. after arrest for drink at 1 P.M., and next day sent with baby to Tombs.
1891.	Jan. 29.	150	To H. P.
	Jan. 12.	3	To City Home.
	Feb. 3.	1	Had pass from H. P. to city and came to City Home with baby.
	May 5.	2	Had pass from H. P. to city and came to City Home with baby.
	June 2.	1	Had pass from H. P. Had been drinking.
	June 22.		Discharged from H. P.
	June 22.	2	To Temporary Home. Intoxicated.
	Nov.		Was at H. P.

"*History of a Woman coming to Home for Paupers for first time in 1890.*

"Single; born in Boston in 1862. Splendid worker when first known at City Home in 1884; and probably not drinking. Said to have been brought up in an almshouse. In Charlestown almshouse or Home for Paupers,—ten times since 1875, sixty-two times at Temporary City Home since 1884, with total of nine hundred days. Eighteen times to Deer Island. Works perhaps one month a year; is saucy and vile-tongued.

"There is another class of women still more dangerous to themselves and the community, and the questions connected with them are so serious that they cannot be ignored.

"In a report on this class in the New York workhouse, Mrs. C. R. Lowell says:

"'Few persons who have not given detailed attention to the subject realize how much of vice and pauperism, idiocy and insanity, is hereditary. It is believed to be the duty of society to take positive measures to remedy this evil. What forms these measures should take, and how far the effort should be carried, present the most serious questions which press upon the legislator. It is a subject to which little attention has hitherto been given, at least outside of treatises on physiology; but the time is rapidly approaching when its importance will compel the attention of the law-maker as well as the moralist.'

"*Facts concerning Fifty-six Women who were in the Home for Paupers in 1891, who had Illegitimate Children, many of them born in the Home.*

3 had been in Deer Island, drunkards.
1 had been in Deer Island, drunkard, prostitute, specific disease, very bad woman.
1 had been in Deer Island, prostitute.
3 " " specific disease.
2 " "
6 were drunkards.
3 had specific disease.
2 had three children each, and were feeble-minded.
3 " " " prostitutes.
1 " "
1 had four children, had been at Deer Island, had specific disease, prostitute and drunkard.
1 had two children.
29 had one child each; nothing further was known.

Record of the Lives of Two of the above Women.

A.

1885	Mar.	Admitted to H. P. Aged 32.
"	Sept. 12	Admitted to H. P. Baby A born October at H. P.
"	Nov. 17	Discharged from H. P.
"	Nov. 18	Admitted to H. P.
1886	April 30	Discharged from H. P.
"	July 26	Admitted to H. P.
1887	Mar. 12	Discharged from H. P. Baby A placed at M. S. H.
"	Nov. 7	Admitted to H. P.

1888	Mar. 8	Admitted to H. P. Baby B born at H. P.
1889	April 17	Discharged from H. P. Baby B placed in M. S. H.
1890	Sept. 29	Admitted to H. P.
1891	Jan. 19	Baby C born at H. P.
1892	Mar.	Admitted to H. P.
"	April 23	Baby C placed in M. S. H.
"	" 2	Discharged from H. P.

NOTE. — "M. S. H." means Marcella-street Home.

B.[1]

1886	Oct. 13	Admitted to H. P.
"	Dec.	Baby A born in H. P.
1888	Aug. 15	Admitted to H. P.
"	Nov.	Baby B born in H. P.
1890		Baby A placed in M. S. H.
"	Mar. 17	Admitted to H. P.
"	June	Baby B placed in M. S. H.
1891	Sept.	Baby C born. Married.
1892	April	Admitted to H. P. Expecting confinement.

"These two young women, one of whom is now at liberty on the city streets, have cost the city for the board of their five illegitimate children, still at Marcella-street Home, the sum of $1,855.53. Two of these children are defective and will long be a care to the city. Women like these have no will-power of their own; they need restraint for their own good. They are too weak to withstand temptation, and should not thus needlessly be allowed to walk into it. Why should not the city hold out some help to them? The course pursued is one offering no restraint, but, on the contrary, idleness and freedom to come and go at will.

"To those who have read the studies in social degeneration called the 'Jukes' and the 'Tribe of Ishmael,'[2] there need be no further explanation of the terrible possibilities which threaten coming generations through lives like these.

"The ten-day free-pass system, by which leave is obtained to visit the city, is in vogue in the almshouses, and each inmate seems to consider it his right to demand a pass once a month if he so desires. The pass is practically given without question, and the ten days may be stretched to fourteen, and during that time the holder remains in the city, or returns at any moment without the trouble of getting a new

[1] Thirty-four years old; feeble-minded.

[2] "The Jukes," by Dr. Dugdale, New York. "The Tribe of Ishmael," with diagram. A paper by Oscar C. McCulloch, read before the "National Conference of Charities" at Buffalo, July, 1888.

permit. If, however, the time is up, such permit is also easily obtained from the Beacon-street office, even though the time of the pass has only just expired.

"During 1891, there were 1,501 passes given out to 779 individuals,—343 to women, 436 to men. More than one-half of these were used as discharges; but many of these persons returned and were readmitted during the year. This only partially represents the extent to which passes are used, since many one-day passes are given and never recorded on books.

"The pass may have originally been intended to afford a chance to get work, but the records of the physician are amply sufficient to show that it is now used nine times out of ten as an opportunity for a carouse, and that for this purpose letters are written and received, money is saved or obtained through gifts, and appointments to meet in the city are sometimes made between men and women inmates. The greater proportion of inmates return showing signs of recent intoxication, and often in filthy condition, with clothes so dirty and torn that they must be burned. Everything that has been said proves the absolute need of the total abolition of the free-pass system. It fosters the worst tendencies, and is extravagant and wasteful from every point of view.

"It is a great responsibility to relieve human beings from the necessity of self-support, and when assumed involves the further duty of government for their good. Among the population which has been described are both decent people and criminals. They are given equal privileges — a system manifestly unjust and subversive of discipline."

APPENDIX B.

Boston Fire Department,
Headquarters, District No. 1, February 7, 1894.

To the Board of Fire Commissioners:

Gentlemen, — I would most respectfully report that I have visited Rainsford's Island, Boston harbor. I have inspected buildings on said island, and found that the appliances for fire purposes were very limited, and would not be of any use in case of fire in said institution.

I found but one extinguisher, and that, in my opinion, would be unfit for service if needed. There are five hundred feet of inch rubber hose, kept in store-cellar, which, if needed, would be useless, as there is not a play-pipe on the island. There are no fire-buckets in any of the buildings, nor is there a fire-axe or a rake. There is one hydrant for fire purposes, and that was not in service on account of stoppage or break in the main. The men from the Water Department went down on the same boat with me to repair the damage, if possible

The women on this island are the most aged and infirm in any of the institutions that I have visited. On the end of the white building facing the wharf, there should be some means of exit from the second floor for the inmates to escape in case of fire. This dormitory is a large one, and should a fire start on the floor below, anywhere in the vicinity leading to dormitory, there would not be a possible chance for the inmates to escape. If a fire should occur at this institution, in its present condition, without fire-escapes on the outside of buildings, there would be a great loss of life. There is not any means of notifying the inmates in case of fire. There should be a gong or some other appliance for that purpose, and a red light should be placed at night at every exit to designate the way out.

I would suggest that one or two chemical tanks of fifty or one hundred gallons capacity be provided. These could be charged from the outside of the building and the five hundred feet of rubber hose connected to them. It would be a great factor in catching fires in their incipiency. There should be also some small pony extinguishers placed in shelves in corridors and stairways, and they should be inspected at least once a month. The pressure on water main in the daytime will not exceed twenty pounds, and at night not over thirty-five or forty pounds.

I would suggest that if automatic sprinklers were to be used in the buildings, they could be supplied from tank in the main building, which could be supplied with salt-water pumped from harbor to tank by windmill or steam-pump. I would also suggest that a couple of 45-foot extension ladders be located on this island for fire service.

Kerosene oil, for lighting purposes, is kept in barrels in a greenhouse outside of the main building.

As far as I know I think I have covered everything.

Respectfully submitted,

(Signed) J. F. EGAN,
District Chief.

On April 30, a second inspection by the Fire Commissioners was made, and the report is as follows:

BOSTON FIRE DEPARTMENT,
HEADQUARTERS, DISTRICT NO. 1, April 30, 1894.

To the Board of Fire Commissioners:

I would most respectfully report that I have visited Rainsford's Island for the purpose of examining the appliances for the extinguishment of fire. Workmen are at present erecting stand-pipes at both ends of institution building, the same to have hose connected at every landing. The same will be completed in about two weeks. This stand-pipe will be connected with a Blake pump when completed in boiler-room. I found three Babcock and one U.S. extinguishers and five pony extinguishers, and seventy-three fire-buckets, and twelve box-lanterns that will have a red light of glass in the front of them to show the exits at night. There are two 45-foot extension ladders, which are placed in the right places and are always ready for use. There are some other ladders around the premises. There is but one fire-axe around the institution building, and that is in boiler-room. The assistant superintendent expects that they will have the fire-axes and plaster-hooks before the work under construction is completed. I would suggest that when stand-pipes are completed, that enough of two-inch hose be located near boiler-room, the same to be carried on a light two-wheel jumper for the

protection of residence of superintendent and barn connected with institution. When stand-pipe is completed and axes and plaster-hooks and hose are placed in service, Rainsford's Island will have good fire protection.

Respectfully submitted,

(Signed) J. F. EGAN, D.C.

CHARLESTOWN ALMSHOUSE.

Statistics for Year ending January 31, 1894.

Actual cost	$14,800 20
Inmates remaining January 31, 1893	160
" since admitted	187
" since discharged	181
" remaining	166
Officers and employees	7

This institution, though the buildings are old and lacking in modern improvements, must in some ways be a pleasanter place to live in than the newer institutions built upon the barrack plan. The many small rooms, accommodating three or four inmates each, are comparatively home-like, and the protection from the indiscriminate herding of a large ward must relieve almshouse life from some of its worst features. Everything in this institution is exquisitely clean, the floors of dining-rooms and kitchen being spotless.

Both men and women are received. Inmates, who are mostly old or infirm, and a few of them are demented, are occupied probably to the extent of their capacity in keeping the place clean and taking care of each other. On the whole, they are of a somewhat more decent character than make up the population at Long and Rainsford's Islands. Some of the exceptions to this rule have been discharged for insubordination from one or the other of the almshouses, and sent to Charlestown for peace' sake when they applied for readmission. No doubt the smaller number here makes it easier to manage cross-grained inmates, and besides, the matron of the establishment has a kindly manner that must render her rule acceptable. A visit by a member of this Board was paid here on Christmas at noontime. Every one seemed to enjoy the excellent dinner, and a great appearance of contentment prevailed.

The system of passes in use at the other almshouses prevails here, no doubt with many of the same demoralizing effects; but as the inmates are mostly old, and as the whole thing is on a small scale, the dimensions of the evil here are less appalling.

It is planned, when the new almshouse building on Long Island is finished, to transfer all the city paupers thither, vacating this institution. This is proposed as an economy, it being argued that cost of administration will be thereby diminished. It may, however, be questioned whether this

result will follow, as administration in a small institution where things more or less take care of themselves, is a different matter from that of a great institution where elaborate organization is necessary to prevent the occurrence of serious abuses. The Charlestown Almshouse is managed with only seven officers, and the pay-roll for the whole year amounts to only $2,917.99. This divided among the average population of 145 gives only $18.99 as the share of each in the cost of administration during the year; whereas at Long and Rainsford's Islands the cost of administration per pauper was $20.69. Further, in gross expenses the per capita is $8.94 a year cheaper at Charlestown than at the other almshouses. Of course, the fact that at Long and Rainsford's Islands there are now separate administrations, and the further fact that there is a hospital at the former, accounts in part, if not wholly, for this difference. But at least the figures indicate that there would be no considerable saving by merging the smaller institution in the larger one. In the calculations of the Commissioners, no allowance was made for the cost of the new plant which the transfer of all the paupers to Long Island would involve. Further, unless a radical change of policy should effect a reduction in almshouse population, the new building on Long Island will not accommodate all the women paupers.

Apart from considerations of economy, the change is clearly undesirable, it being better for the inmates to be lodged in a small institution somewhat resembling an old-fashioned town almshouse, than in a great caravansary where the outcast and the wretched of a large city are congregated.

In view of the above, it is recommended that the use of the Charlestown Almshouse be continued.

MARCELLA-STREET HOME.

Statistics for Year ending January 31, 1894.

Actual cost	$45,021.08

Children remaining January 31, 1893	359[2]
[1] " received during year	294[2]
[1] " discharged during year	277[2]
" remaining January 31, 1894	376[2]
Officers and employees	35

The Marcella-street Home, the city almshouse for children, is a large brick building, standing back from the street, with

[1] This does not represent individuals, as the same child may be admitted or discharged several times.

[2] The figures include children who were boarding out, — a daily average of 122.

surrounding play-grounds enclosed by a high fence. The Home contains separate departments for boys and girls; a chapel, library, nursery, and kindergarten common to both sexes; a large basement, serving the double purpose of a reception-room on visiting days, and a boys' play-room on rainy days; a bakery, laundry, kitchen, supply store, and other administration offices. There are six large, bright, airy school-rooms, — three for boys, two for girls, and one kindergarten; the dormitories, hospital wards, and dining-rooms are spacious and kept very neat and clean. In a corner of the yard is a wooden cottage called the nursery, where the little ones who are to be boarded out are kept, while awaiting places. Behind the Home are the city stables and an offal yard, — the latter painfully in evidence when windows are open; and behind the stables, and adjoining a corner of the childrens' play-yard, is an unenclosed lot of about two acres which belongs to the Home, and might, therefore, if fenced in, afford larger play-grounds for the children.

The population is supplied from two sources, — first, from the ranks of pauperism, and second, from the courts, which place children, found to be criminally neglected by their parents, under the legal guardianship of the city. Among the pauper children are a small number whose parents are obliged by unavoidable poverty to temporarily place them in the Home, and a very large number of unfortunate children born of dissolute, inebriate parents, who sacrifice even natural affection to better indulge an insatiable thirst for drink, while shirking the responsibility of caring for their offspring during the years of helplessness. As soon as a wage-earning or useful age is reached, these people may assert their right of possession, an abuse often made possible by an imperfect system of investigation.

In the following report on the Admission Department (p. 50), more will be said upon this subject; here it will only be noted that admissions should be granted only on well-grounded conviction of parents' inability to support, or unfitness to discharge parental duties. In the latter case, were the facts well ascertained, it would be proper to try to gain legal control of the children. The terrible results of ignorant, vicious parentage are forcibly presented in the persons of some of the children,— stunted growth, deformity, defective sight, and feeble intelligence being the most common indications of diseased vitality.

During the past year the health report has been highly satisfactory. At the beginning of the year scarlet fever caused some trouble, and one death resulted from it. The schools were closed for some weeks, and other wise pre-

cautions taken to prevent the spreading of the disease. There were but two cases of ophthalmia, both suffering from it when admitted.

The superintendent has exercised unwearying vigilance in the welfare of his charges in the Home, also giving medical attendance to the children boarded out.

Personal cleanliness is insisted upon. The children wash three times daily, and bathe frequently; clean towels are supplied for each washing, and good white soap provided. An admirable feature of the boys' washroom is the arrangement of hot and cold water faucets so placed that the children can wash under a stream of water, thus lessening the risk of communicating eye and skin diseases. The common institution practice which formally prevailed of sleeping in underclothes worn during the day has been amended for the girls, they being now supplied with night-gowns. The food seen on the tables on several occasions was good, and as far as possible neatly served. Punishments, so far as could be ascertained, are infrequent.

School is in session two and one-half hours in the morning and two in the afternoon. Considering the floating character of the school attendance, and the many other obstacles in the path of progress, the standing of the pupils reflects much credit on the efficiency of the corps of teachers. They are evidently impressed with the importance of their work, and desire in every way to advance the children's interests. The rooms are made attractive with flowers, pictures, blackboard illustrations, and preserved specimens of animal life. The kindergarten is well-equipped, and gives instruction to a class of about thirty children. In the other departments the ordinary branches are taught. In some classes more attention should be given to drawing and modelling. Lessons on these subjects would help to brighten the dull routine, and, by awakening dormant faculties, develop the child's mind along the lines of natural aptitude. Lately clay modelling has been successfully introduced into the boys' primary grade. It was a pleasant feature of a recent visit to note the interested expression on the little faces as specimens of the work were shown to the visitor.

Frequent entertainments are provided for the children's amusement. The library is well supplied with books and periodicals.

With the means at hand nothing has been omitted by the superintendent and his assistants to make life as pleasant as possible for the children, and relieve the monotony of existence in a pauper home. But, at the best, life in an institution is an unnatural and cramped existence, and every effort

should be made, first, to restore the children, whenever possible, to more healthy conditions, and, second, to introduce into the institution everything that can tend to supply new and varied interests.

Industrial training is an urgent need of this institution. If these children are not to remain paupers it is an absolute necessity that they should be taught to love work, to engage in it cheerfully, and to acquire now that practical knowledge of the ordinary branches of industry so essential to their success in after life.

At present the sewing-class for girls, and such occupation as housework affords, are the only sources of employment outside of school duties. The knitting-machines are no longer in use, the House of Correction now manufacturing the stockings formerly made in the home. The sewing-class (provided by private charity) is a decided success, even very young children showing remarkable aptitude in cutting patterns, making dolls' garments and clothing for themselves. Eight or ten little girls have dressed a doll for their benefactress as a proof of how well they have used the opportunity afforded. The little garments were perfect in every detail, even to the tiny button-holes and dainty fancy stitches on the under-linen. This teaching has been supplied in the expectation that after its value was demonstrated the city would assume the expense. This Board is informed that the private support is now about to be withdrawn, and it is hoped that the superintendent will be authorized to continue teaching of such manifest importance. With the addition of a cooking-school the girls would be supplied with all the necessary means for acquiring thorough domestic training.

The boys are not so fortunate, sewing on buttons and some housework being the beginning and end of their special industrial education.

This glaring defect could be easily remedied at a moderate expense. There is an empty school-room that could be fitted up for instruction in simple industries, furnishing the boys with opportunities of developing special talent for such kinds of work.

Unrelieved by industrial training, the lethargy of institution life must inevitably result in the majority of cases in an incapacity, an unfitness, mental and physical, to cope with the difficulties of earning an independent living.

The superintendent has repeatedly urged the advisability of opening a department of industrial training. The special committee of 1892 recommended the introduction of some of the most important features, and the present Board strongly

advises that these indigent little ones be no longer denied advantages so freely supplied in the public schools to the city's more fortunate wards, — the children of comfortable and even opulent homes.

The children are kindly treated and allowed as much liberty as consists with the maintenance of order. Of course some restrictive measures are made necessary by the large number of inmates, the conflicting elements of character, and, in some cases, a woful knowledge of vice, absorbed in previous vile environment.

It is the present wise policy of the institution to board out in private families all the children under the school age. This boarding-out could profitably be extended, and many who now grow up in the institution might thus be secured the benefits of healthy family life. Experience has convinced humanitarians that this system is productive of the best results in making of pauper children thrifty, independent men and women.

In Massachusetts, the State undertakes to board out every child under ten who does not need hospital treatment or the restraint of an institution, and the State Primary School at Monson is used only as a clearing-house for children awaiting places, as a hospital for the sickly or the defective, or as a place of detention and training for the wayward. This system has been productive of the happiest results. According to the last report of the trustees of the State Primary and Reform Schools, 315 children who would otherwise have been in the institution were boarding in families, and 902 others were placed in families free of board. Without the boarding system, many of these latter would have been in the institution, as, in the experience of the State, boarded children can usually be placed free full two years earlier than can children who grow up in institutions.[1]

[1] In the report of the Trustees of the State Primary and Reform Schools for 1893 the following summary of the results of the boarding-out method is found:

"In 1866 there were over 800 children in the three State almhouses; in 1867 over 700; in 1869 nearly 500; and in 1892 there are only 257 [in the State Primary School].

"When in 1882 the experiment of boarding out was inaugurated, it was feared that, as the expense of the school does not diminish in proportion to diminished numbers, money paid for board outside would prove an actual outlay for which there would be no adequate return, as at the age of ten, when board should cease, the children would come back in great numbers to the State Primary School, helpless to earn their own way for several years.

"On the contrary, it has been found that of over 200 boarded children who have reached the age of ten while at board, only 13 have returned to the institution, while 19 have been discharged to their own people, and 168 have found free homes with their foster-parents or others.

"Several of those now with their foster-parents had been removed to other places, but had returned of their own free will, and were working for wages or as a child of the family. One, a child who had run away and been very troublesome, returned to his foster-parents and is, since the death of the father of the family, 'most helpful, — a man about the house.' Several of the girls are being educated, one in an academy, like daughters of the house.

In Pennsylvania, the Children's Aid Society, in 1893, rescued 611 children from the moral miasma of the city, and placed them, not in institutions, but in the healthier atmosphere of home in its broadest sense. "The rapidity with which the children of the slums and the criminal court take root in their new surroundings," says the report, "is the most astonishing, inspiring, and beautiful feature of this work." This is the testimony of American experts. In Australia, the boarding system is so successful that no State home for dependent and neglected children is necessary. In the Old World, England, as far as is practicable, pursues the same method, and recognizes no age limit as a reason for return to institution life; and the Austrian poor law provides for destitute children in the homes of well-to-do peasants, where they share the advantages of the sons and daughters of the house; when old enough, they are placed in training-schools, "where the boys are fitted for some useful department of skilled labor, and the girls for housework, special training being imparted to those who display special aptitudes." Examples could be multiplied to prove the superiority of the boarding system, but no further or more convincing proof is needed than a tour of inspection among the homes where the city of Boston has placed its nursery wards. Accompanied by the official visitor (a lady), a member of this Board on April 17 visited twenty-two homes in Needham, Dover, South Natick, Medfield, and Charles River Village. Over fifty children were seen under the most favorable conditions for finding them unprepared for inspection, as the visitor had lately made her monthly visit and was not expected to come so soon again. All looked well cared for and happy, the best proof of the latter being, perhaps, the affection shown by the little ones for their foster-parents. Nearly all those old enough to walk were found toddling about the yards or fields, digging, picking up sticks, chasing the chickens, and in their small way showing the most active interest in their surroundings. Two little girls

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"Among the records of children still at board we find: 'untidy, disobedient, improving;' 'well, happy, and mischievous;' 'called a sunbeam;' 'a favorite at home and at school;' 'mischievous and happy;' 'grows fast, — always well;' 'neat, well clothed, bright and happy;' 'never wants to leave his home, — is trying to be a good boy;' 'excellent home, — boy full of life and mischief;' 'limbs in bad shape, but bright, active, and contented;' 'hard to manage, but improving;' 'colored, — well cared for and attractive;' 'looks perfectly well, — a pet in the family;' 'large, tall, tries to help;' 'well cared for, and fond of "mama;"' 'nicely dressed and trained.'

"Schooling is secured for these children as a matter of course. The visitor employed by the State Board to select from the abundant applicants those best suited to care for the children, writes: 'We visit the (public) schools as well as the homes, thereby interesting the teachers, who, in a majority of cases, take a deep interest in those under our care. Our children average well with others in mental capacity, standing high in their classes at school, and often carrying off the prizes at the end of the term for punctuality, perfect recitations, and excellence of deportment.'"

(adopted by the people with whom they had been boarded) had wonderful news about their first day in school.

All were evidently well fed and kindly treated; even the tiny babies only a few weeks boarding showed marked signs of improvement. It was very gratifying to see how thoroughly the little ones shared the interests of the home-life.

Care has been taken to provide against placing children in families where the board-money, $2 a week, would be the only inducement, or where the means of support is considered insufficient. The visitor is a zealous promoter of the children's interests, visiting them constantly, enquiring into their needs, and exercising such supervision as to render abuse impossible.

These boarded-out children, almost all belonging to the nursery department of the institution, are placed in the vicinity of Boston and are under the care of the superintendent, who visits them himself when they are sick, and at other times when he is able.

Places for the older children, for whom no board is paid, are provided so far as possible by the Agent for Discharged Prisoners, — a gentleman who, in spite of his title, is admirably fitted for his untitled position of Visiting Agent to the older children. During the last year or more the lady who visits the boarded-out nursery children has visited also the placed-out girls in his department. Places for 80 children have been found within the year. If the visiting agent were allowed to pay board for some children for whom no free places offer, there is no doubt that many who now must stay in the institution would soon find free places, and the city would be relieved of their maintenance.

The system of boarding is cheaper than that of rearing in an institution, the State paying only $1.50 a week and clothing, or a total of $2 for boarded children, whereas the per capita cost of inmates of Marcella-street Home is $3.49 a week, and this per capita cost takes account only of current expenses, no allowance being made for interest on the plant or depreciation of its value.

Such an extension of the boarding-out system to older children with a view to fitting them into permanent free homes would seem to be a partial solution of the difficulty of reducing pauperism and its attendant evils to the lowest possible minimum.

The recommendations of the Board of Visitors are:

1. That homes of pauper children be investigated before or immediately after admission, and that, so far as possible, a knowledge of the condition of parents be kept up while children remain in care of the city.

2. That the boarding system be extended to the older children.
3. That industrial training be introduced into the school course.
4. That the unenclosed land belonging to the institution be fenced in and added to the children's playground.
5. That the adjoining offal-yard be removed.

DEPARTMENT OF AGENT FOR DISCHARGED PRISONERS.

Statistics for 1893.

Discharged prisoners aided	1,491
Applications for pardon investigated	1,406
Homes procured for children	177
Visits made	4,745
Letters written and received	6,780
Officials	3

The duties of the Agent for Discharged Prisoners could little be guessed from his title. They are —

1. To assist discharged prisoners.
2. To investigate application for the pardon of prisoners.
3. To investigate the homes of House of Reformation boys whose parents apply for their release.
4. To find homes in the country for all House of Reformation boys who are not returned to their own homes.
5. To investigate the homes of all neglected children whose parents or relatives make application for their return from Marcella-street Home.
6. To find free homes for all Marcella-street Home children who are candidates for such homes.
7. To visit all children boarded out from Marcella-street Home.
8. To visit all placed-out children during minority.

The force with which the work of this department is prosecuted is the agent himself and two assistants, one of whom, a woman, formerly worked only on half time. She now gives her whole time, visiting both the little boarded-out children and also the older girls in free places.

In spite of this small force, the work of this department seems to be excellently done. The agent himself, a gentleman of ability and conscience, has had long experience in his work; and the lady who assists him is likewise experienced, and puts her whole heart into the care of her wards. The

work of properly supervising placed-out children is as important and as difficult as that of running a great institution, and it takes peculiar talents; also, as the work cannot easily be supervised, it is of the first necessity that it should be intrusted to agents who are not eye-servants. Therefore it is especially satisfactory that in this department the city is served by such experienced and competent agents.

One important duty belonging to this department, viz., the supervision of boys released to their own homes from the House of Reformation, is, however, wholly neglected, the limited force of the agency making its performance impossible. Two years ago the special committee urged that the staff of the agent be sufficiently increased to enable him to perform this duty, and this recommendation is urged anew by the Board of Visitors.

ADMISSION DEPARTMENT.

Settlements Investigated.

Paupers	4,245
Insane	506
Neglected children	278
Officials and employees	3

No department under the control of the Commissioners is more important than this, which is the gate to all the pauper institutions.

The settlement clerk, who is at the head of the department, is thoroughly competent and trained by long experience. He it is who decides whether applicants for relief have a city settlement, and having one, whether or not they are without adequate means of support. Last year, permits admitting 4,245 applicants to the various institutions were issued, and the settlements of 784 other cases were investigated. With an adaquate staff there is reason to believe that this volume of business would be satisfactorily performed; but as it is, the office is seriously handicapped.

Two years ago the special committee called attention to the fact that through lack of assistants the settlement clerk was unable to verify assertions of pauperism by outside investigations of any sort, or to collect money rightfully due to the city for board of the insane, and that there was no possibility of following up the parents of Marcella-street Home children when they were left unvisited and neglected.

This short-sighted economy was repaired a year ago by the addition of a visitor to the settlement clerk's staff. Through

the investigations of this visitor, 16 "neglected" children in the care of the city were found to have no settlements and were transferred to the State,[1] and 39 pauper children were returned to parents who, though reputed to be poor, were found to be sufficiently well to do. (Four of these children were some months later returned to the Home.) These above 55 children had altogether been supported 3,091 weeks in the Marcella-street Home. Making an estimate, based, not upon the per capita cost of the whole institution, but upon such items of expense as fluctuate when numbers increase or diminish, it is found that a sum of $6,058.36 has been actually paid out for the maintenance of these children.

As, except for the investigations of this agent, many of these children would have been city charges for years to come, it is evident his salary of $800 has been saved many times over.

When the arrears of children's cases are disposed of, it is the intention of the department to look up the families of insane patients, it being believed that the payment of board could be secured for many now maintained as paupers.

Meanwhile the work for which the visitor was ostensibly appointed — by the investigation of current cases — remains undone.

This is a very serious neglect, especially as regards pauper children. While it may be proper, when destitution is self-evident, to admit children to the Marcella-street Home without investigation, steps should always be immediately taken to look into the facts, and as long as a child remains in the Home an eye should be kept upon its family. The 39 pauper children lately returned to their parents prove that without watchfulness many children will be maintained at public expense whose own people could provide for them.

For another class of cases, — children of the intemperate and the vicious, — investigation is still more necessary. At present it happens that children are repeatedly taken from the Home and returned again, showing unmistakable signs of neglect. If the facts were known, the law in many cases would protect these children from this cruel experience.

In the cases of adult paupers, while it might not be often possible to establish a claim upon relatives as provided for in Sect. 6, Chap. 84, of the Public Statutes, there would seem to be no difficulty in the city's reimbursing itself for relief to people who are drawing pensions. By the simple

[1] The law allowing this transfer was procured by the Commissioners.

device of securing the appointment of a guardian, pensioners who now squander their money in dissipation and then become public charges might be decently maintained, and expense and scandal saved the community. This Board is informed that it is customary to do this in at least one city of the State.

The recommendations of the Board of Visitors for this department are:

1. That thorough investigations be made concerning the case of each applicant, covering reasons for admission, wage-earning capacity of the individual and his family, and probable length of time during which support will be needed.
2. That coöperation be established with societies likely to give desirable information.
3. That full statistics be kept of the facts so obtained, and that some system be devised of collecting and exchanging statistics with other institutions, in order that a full history of each individual be on record for reference.
4. That such information be furnished to the superintendents of the various institutions as will aid them in the proper care of the inmates under their charge.
5. That the law making possible the collection of board from those having relatives able to support them, be, so far as possible, enforced. (*See Sect. 6, Chap. 84, Public Statutes.*)
6. That such communication be kept up with the families of the children placed in Marcella-street Home as shall supply data for intelligent action in regard to them.

All of these recommendations were urged by the special committee two years ago.

CONCLUSION.

Reviewing the events in the Department of Public Institutions during the last two years, gratifying improvements are observed. Chiefly noticeable is the liberality of the city government. Through appropriations of $431,000, the former wretched accommodations for the insane will soon be replaced by beautiful buildings, situated upon broad acres in the country. At Deer Island, the overcrowded condition of the House of Industry has been ameliorated by the erection of 376 new cells, at a [1] cost of $60,215.24, and the Truant School, long a disgrace to the city, will soon be reëstablished upon a charming location in West Roxbury at a cost of $125,000; while at Long Island a new barn and an elec-

[1] The amount expended and the sum appropriated do not always correspond.

tric plant and a new wing to the hospital and a dormitory to accommodate 400 inmates, aggregating a [1] cost of $123,000, have been or soon will be supplied. These appropriations amount altogether to $739,215.24, — a munificent sum to have been granted during so short a period to one department of the city government.

In the direction of improved administration, however, the advance has not been so great. A visitor has been added to the staff of the settlement clerk who admits to the pauper institutions; the agent who visits placed-out children has an assistant on whole time instead of on half time; and at Long Island there is a superintendent having charge only of this institution, and an enlarged staff of officers. Here, so far as has been noted, the list of administrative changes ends; and whatever defects obtained two years ago in this direction, exist to-day.

The report of the special committee of 1892, in summing up its criticisms, states that "the more serious evils pointed out, all spring from the one radical evil, — that prevention and cure appear to form no part of the policy of the administration. Here and there individual agents or officers are working intelligently and with good result; but it is haphazard, there being apparently no appreciation shown by the Commissioners of the problem as a whole; no attempt made to study the results of present methods, nor to devise measures of reform.

"It may be safely said that the administration has no policy except that of feeding and housing cheaply, and on the whole humanely, all who come; and cheapness is estimated by a low per capita maintenance, rather than by a reduction of the number to be maintained."

As an offset to this severe arraignment, the special committee freely allowed the financial merits of the administration, — merits which are even more striking to-day than they were two years ago, no suspicion of dishonesty having ever attached to the commission since it was established in 1889. The special committee believed, moreover, that the Commissioners were good buyers, and that in so far as the purchase of supplies was concerned, the city was efficiently served. And such without doubt is still the case; but it must be realized that honesty and economy are not the only things that go to make a successful administration, and even if they were, the practice of mere saving is rarely the best way to economize. In every business, success must be measured by product rather than by outlay, and penal insti-

[1] The amount expended and the sum appropriated do not always correspond.

tutions which fail to check crime, or pauper institutions which actually manufacture paupers, cannot be counted economical, however little they may cost.

Respectfully submitted,

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